

Fifteenth Biennial Report

COMMISSION FOR THE BLIND

AND THE

PREVENTION OF BLINDNESS



DEPARTMENT OF SERVICES FOR THE BLIND

JULY 1, 1964 --- JUNE 30, 1966

15th Biennial Report

**OREGON STATE DEPARTMENT
of
SERVICES FOR THE BLIND**



submitted by

THE COMMISSION FOR THE BLIND

and

PREVENTION OF BLINDNESS

July 1, 1964 — June 30, 1966

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STATE OF OREGON
COMMISSION FOR THE BLIND
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The Honorable Mark O. Hatfield
Governor of the State of Oregon
State Capitol
Salem, Oregon

Dear Governor Hatfield:

In compliance with the Oregon Statutes, ORS 346.280, the Commission for the Blind and Prevention of Blindness respectfully transmits herewith its Fifteenth Biennial Report on the functions and activities of the Oregon State Department of Services for the Blind.

The Commission is keenly aware and deeply appreciative of the sincere interest you and the members of the Legislature have manifested by helping it to build, maintain and improve the program of services for the blind people of Oregon.

Respectfully submitted,

Clifford A. Stocker

Clifford A. Stocker
Administrator

E R R A T A

ACKNOWLEDGMENTS

Paragraph 2, line 7 Oregon Association of Optometrists
should read Oregon Optometric Association

MEDICAL SERVICES SECTION

Page 3
Paragraph 2, line 26 Figure 59 should read 65
 line 29 Figure 40 should read 77
 line 30 Figure should read 142

Page 4
Table V item 2 Glaucoma: Figure 61 should read 304
 item 7 Other Conditions: 1386 should read 1159

Page 4
Table VI item 2 Surgeries Purchased: 193 should read 142

VOCATIONAL REHABILITATION SECTION

Page 8
Table VII item 11 Ophthalmic Surgeries: 59 should read 77

ACKNOWLEDGMENTS

The Commission, all of its staff and the blind people of Oregon are fully cognizant and most sincerely appreciative of the genuine interest and the willing assistance which the many organizations, groups and individuals have contributed toward the improvement of services to the blind residents of Oregon.

Special recognition is in order for the International Order of Rainbow for Girls of Oregon; the several Oregon Chapters of the American Red Cross; the Portland Women of the Elks; the AFL-CIO legislative group, the Oregon Academy of Ophthalmology and Otolaryngology, the Oregon Association of Optometrists, the Telephone Pioneers and to the following Lions

Clubs: Astoria, Bandon, Eagle Point, Enterprise, Glacier Valley, Gold Beach, Halfway, Hood Canal, La Grande, Langlois, Mabton, Milton-Freewater, Oregon City, Parkrose, Pendleton, Prineville, Redwood, Sandy, Sherman County and South Salem.

Honorable mention must also be made of those groups of volunteers who have so diligently provided transportation for blind clients and staff members, have participated in workshop projects and served as volunteer service workers helping to develop community service programs for their blind fellow community members.

C. A. S.

INTRODUCTION

The Commission for the Blind and Prevention of Blindness was created and empowered by the 39th Legislative Assembly. Although its constituency has been altered by two subsequent Legislative Assemblies (the 45th and the 49th) its basic authority and responsibilities have remained practically the same as those prescribed for it by the Legislature in 1937.

The primary statutory assignments given the Commission by the 39th, 45th and 49th Legislative Assemblies are to establish and be responsible for the administration of a Department of Services for the Blind. This Department is charged with promoting, in the manner set forth in ORS 346.110 to 346.280, "the welfare of visually handicapped persons". In addition to these statutes the Commission is charged with other responsibilities on behalf of the blind by the following state laws: administration of grants-in-aid to blind students (Readers Fund) ORS 346.060; the operation of a vending stand program for the blind ORS 346.510 to 346.570 and the administration of the Oregon Service Center for the Blind ORS 346.310 to 346.360. The Commission also acts as the trustees of the Ella Munro Burdin bequest and accepts and administers other miscellaneous gifts, donations and bequests made to it as provided by ORS 346.270.

The authority and responsibilities of the Commission are also governed to a substantial extent by certain federal laws and regulations. The most significant of which are: P.L. 89-333; Fair Labor Standards Act of 1938; the Randolph Sheppard Act (P.L. 74-732); the Wagner-O'Day Act and Title VI of the Civil Rights Act of 1964.

The Commission has organized the Department of Services for the Blind into three major divisions according to the functions they perform. Each division is again divided into three sections, each with a specific set of functions. These divisions and their respective sections

are: 1) **Division of Administrative Services** with its Administrative Control and Program Development Section; Accounting and Fiscal Section and Property and Benefactions Management Section. 2) **Division of Rehabilitative Services** with its Medical Services and Register of the Blind Section; Social, Educational and Gerontological Services Section; and, Vocational Rehabilitation Section. 3) **Division of Commercial Enterprises** with its Workshops and Home Industries Section (Oregon Industries for the Blind); Sales and Industrial Development Section; and, Business Enterprise Section.

The operations and activities of the Department are financed by: appropriations from the State General Fund; grants-in-aid from the United States Department of Health, Education, and Welfare, Vocational Rehabilitation Administration; self-earned income from the operations of the Workshops and Home Industries Section and the Business Enterprise Section. The Ella Munro Burdin Bequest; and, other miscellaneous income and benefactions are also sources of financial aid in operating the Department within their limitations.

During the biennial period covered by this report the Commission expended a total of \$1,313,032 for all of its operations and services. Table I illustrates these expenditures by category and source.

Table I

Category	State	Federal	Indus-tries	B.E.P.	Bene-factions
Salaries & Wages	\$257,717	\$ 57,561	\$184,505	\$9,030	\$
Other Personal					
Services	30,255	5,539	.....	.....	.....
Materials &					
Services	78,107	14,222	.....	.....	.....
Capital Outlay	16,418	19,140	120	.....	7,483
Special Payments ..	138,925	122,284	.....	.....	.....
Non-budgeted					
Items .....	.....	.....	366,505	.....	5,221
Totals	\$521,422	\$218,746	\$551,130	\$9,030	\$12,704

Table II sets forth the financial condition of the various benefactions as of June 30, 1966.

	Table II				
	E. M. Burdin	A. Wagner	S. Shemanski	J. Schemanski	Other
Balance	\$30,659.70	\$444.01	\$883.01	\$910.50	\$2,200.19

More detailed financial information about the operations of the Department is contained as appendices to this report. The objectives and achievements of each of the major divisions and their respective sections are detailed in the ensuing pages of this report.

I DIVISION OF ADMINISTRATIVE SERVICES:

This Division is responsible for the general administration and supervision of the affairs of the Department. It sees to the business management, the formulation of policy and program recommendations to the Commission and makes such duty and responsibility assignments as are necessary to assure the proper implementation of those policies and programs adopted by the Commission.

The Division is also responsible for determining and as nearly as possible meeting the personnel, equipment and facility needs of the respective Divisions. Finally all contracts, interagency agreements, fee schedules and similar types of documents are finalized in this Division.

A. General Control and Program Development Section: This Section is responsible for overseeing the total operations of the Department and for designing and developing projects and programs necessary to proper and adequate

fulfillment of the Department's responsibilities to the blind people living in Oregon.

B. Accounting and Fiscal Section: All budget planning and development, accounting, auditing and financial procedures are assigned to this Section. Any requests for purchases, rentals, leases or related actions must have the prior approval of this Section before their consummation.

C. Property and Benefactions Management Section: The work of this Section is concerned with the development and maintenance of satisfactory inventory control records of Departmental property, exercising necessary practices and procedures in the control, use and disposition of such property and assuring the proper use, management and record keeping of all gifts, donations and other benefactions of which the Department may become the beneficiary.

II DIVISION OF REHABILITATIVE SERVICES:

Broadly defined, this Division is responsible for all services aimed at the medical, socio-educational, gerontological and vocational rehabilitation of blind persons living in Oregon. The more detailed functions of the Division are stipulated by section as follows:

A. Medical Services Section: Any services designed to prevent blindness, conserve vision or restore sight among blind or seriously visually handicapped persons are the responsibility of this Section. Through this Section the Commission inaugurates and cooperates with other agencies and organizations in projects and programs for the prevention and reduction of blindness in the State of Oregon. In order to assure effective planning for these sorts of services the Commission is also responsible for developing and maintaining a Register of the Blind in Oregon. In fulfilling this responsibility the Commission has taken the necessary steps to become qualified for membership in the Model Reporting Area States for Blindness Statistics under the direction of the Biometrics Branch of the National Institute of Neurological Diseases and Blindness. (Oregon achieved this distinction in May of 1964 as the tenth state in the Nation to qualify.) Because of the necessity of obtaining and properly recording a substantial amount of ophthalmological information and other medical detail the development and maintenance of the Register has been assigned to the Medical Services Section. As of June 30, 1966, there were 2,476 blind persons on the Register which is estimated to be approximately 85% complete.

Sight restoration is the most sensational activity performed by this Section. Most of the clients benefiting from this service are over 65 years old and are not eligible for such services from any other source. The Vocational Rehabilitation Section also provides sight restoration services for those clients who are capable of becoming gainfully employed as a result of proper surgical and medical treatment. It is

necessary to keep the services to vocational rehabilitation clients separate from the services to other clients of the Department because of federal participation in serving vocational rehabilitation clients. In a goodly number of cases for whom sight restoration services are provided the resources of the two Sections are coordinated with those of other agencies and organizations such as State and County Welfare Commissions, the University of Oregon Medical School, Department of Ophthalmology and State and local Health Departments. In this report period the Medical Services Section participated with Public Welfare in providing surgery, hospitalization and postoperative glasses for 66 blind residents of Oregon. It also performed 59 sight restoration surgeries for clients who were not recipients of public assistance. The Vocational Rehabilitation Section provided 40 sight restoration services for a grand total of 99 such services provided by the Department from its budget.

Another major activity of this Section is concerned with the operation of an Optical Aid Clinic. This Clinic was started on a very nebulous basis in December, 1964, and has continued to develop quite satisfactorily. In June of 1966, the International Order of Rainbow for Girls in Oregon gave the Commission a donation of \$1760 for the establishment of an Optical Aids Clinic. The Commission has submitted an application for federal funds to help in getting this very greatly needed service into full operation. In planning for the Program the Commission has worked very closely with the Department of Ophthalmology at the University of Oregon Medical School and the College of Optometry at Pacific University. This sort of cooperation will assure the Commission being able to make maximum utilization of existing facilities in the state thereby enhancing the effectiveness of the Program and minimizing the duplication of facilities and at the

same time, taking a giant stride forward in the coordination of the skills and knowledges of the various professions concerned with the conservation and improvement of sight among the residents of Oregon.

Table III shows the total number on the Register by age groups as of June 30, 1966:

Table III

-4	5-19	20-44	45-64	65-74	75-84	85+	Unknown	Total
29	304	378	564	355	494	336	16	2,476

Table IV shows the total number of new additions to the Register for the eighteen month period beginning January 1, 1965, and ending June 30, 1966:

Table IV

-4	5-19	20-44	45-64	65-74	75-84	85+	Unknown	Total
24	94	94	122	108	153	110	11	716

Several other pertinent details about the Register and medical services are set forth in Tables V and VI.

Table V

Total Number on Register by Major Affection Groups	
Condition	Number
Cataracts	109
Glaucoma	61
Retinal Affections	654
Diabetic Retinopathy	111
Retrolental Fibroplasia	105
Cataract, Glaucoma and Retinal (multiple) Affections	34
Other Conditions	1,386

Table VI—Medical Services

Type of Service	1962-64	1964-66
Diagnostic Examinations	298	490
Surgeries Purchased	150	193
M.A.A. Services Arranged	68	66
Low Vision Aids Examination	40	54
Optic Aids Fitted .....	.....	37
Days of Hospitalization	1,237	1,191
Prostheses Provided	99	165
Transportation, Maintenance	87	23

These tables are helpful in planning the types and extent of services during forthcoming biennia.

B. Social, Educational and Gerontological Services Section: Every blind person at one time or another can be benefited by the types

of services which are provided through this Section. ORS 346.250 stipulates that the purpose of these services shall be to assist visually handicapped persons in "making the best possible adjustment to conditions resulting from loss or impairment of sight as the Commission may deem advisable".

Formerly the concensus among workers for the blind was that these services could best be performed in the blind person's home by home teachers (usually blind themselves). The idea was for these teachers to visit blind persons in their own homes for purposes of instructing them in communication methods, travel techniques and other skills so they could better meet the demands of daily living within a rather restricted environment. Although this concept is still in vogue and will probably prevail as a procedure to be used in many instances, it is rapidly becoming supplanted by more intensive and extensive psycho-socio oriented techniques and methods of achieving the statutory objective.

For far too long a time most people have felt that work with the blind involved a cult of knowledge beyond the ken of ordinary people but the Commission has long felt that within every community there exists sufficient resources of volunteer workers and usable facilities to meet most of the needs of the blind people who live within the community. The problem is to get these volunteers to recognize they have the knowledge and skills needed to help blind people meet their needs and then get the blind people to realize the potentialities of these volunteers in solving their difficulties. With this concept in mind, the Commission has for several years operated a program designed to recruit volunteers and train them through special "workshop" projects in methods and techniques of working with blind persons. This training was provided by the professional home teaching staff of this Section who arranged to get these volunteers and blind persons living in the same community together for purposes of orienting them to a mutually beneficial learn-

ing and working situation. The result has been the establishment and development of such "workshop" projects in many Oregon communities, thus many more blind persons have been able to participate in a wide variety of activities that could not otherwise have been made available to them. During the period covered by this report these types of workshop projects were conducted in the following cities of Oregon: Albany, Coos Bay, Corvallis, Eugene, McMinnville, Medford, Portland and Roseburg.

Services of a gerontological nature are experiencing an ever increasing demand and this trend will probably continue because of the increasing incidence of blindness among the senior citizen group. These sorts of services are widely diversified and should be clearly distinguished from the geriatric services provided through the Department's Medical Services Section previously discussed in this report. They may range from "friendly visitations" to intensive training in all the areas of social and psychological adjustment to the conditions provoked by blindness and those necessary to the worthy use of leisure time. The increasing longevity of people may often be accompanied by an uncorrectable visual loss thereby accounting for the increasing incidence of blindness among the senior citizens of the State. Most people do not realize the prevalence of legal blindness among this age group of the population. Frequently it is felt that loss of sight is to be expected among the elderly and too often it is either ignored or misunderstood by workers in the social service professions and family members.

Although considerable investigation and services have been performed by the staff in helping to ameliorate the plight of the blind senior citizen the needs for specialized services for this group becomes more abundantly demonstrated every year. The projects for utilizing the full resources of each community provides one means of meeting these needs. In its budgetary request for the 1967-69 biennium the Commission has asked for an employee specifically trained in community organization and

work with volunteers. It is hoped that by employing such a person the program of using community resources can be augmented and refined to the point whereby the real needs of the blind senior citizens will be met within their home communities. This should result in considerable savings of public funds for it is a well established fact that services of this kind provided to elderly blind persons can help prevent extreme dependency and ward off physical and mental illness. A lack of such services is poor economy because it may result in constructing and maintaining several large and expensive facilities for housing and or coping with the unmet needs of blind persons. This sort of segregation and isolation of the senior citizens produces loneliness, dependency and eventual institutionalization, the most expensive and least satisfactory type of service.

The Register of blind persons in Oregon as of June 30, 1966, shows 47.8% of these registrants were beyond the age of 65. An examination of the new additions to the Register during the last 18 months reveals 51.8% of these new additions were over 65. These percentages further affirm the necessity of expanding the gerontological services offered by the Department for they clearly indicate the preponderance of blind persons among the senior citizen group.

Among the several other services available through this Section the talking book service reaches the greatest number of blind persons of all the services provided by the Department. As of June 30, 1966, there were 1057 talking book machines in use and approximately 300 more were using other record players that had been approved by this agency for use as talking book players. Certain pending federal legislation proposes to extend talking book services to many non-blind including the visually impaired and otherwise severely disabled persons who, because of their disability, are unable to read ordinary newsprint. When this extension of talking book service materializes some substantial changes in method of handling the

service will become necessary here in Oregon for this agency cannot serve other than visually handicapped persons and it would be ill-advised to set up two agencies to handle the talking book program for the state's eligible disabled. This would appear to be more properly a library function and if so, it will become necessary to make substantial changes in the State Statutes to cope with the problem which the enactment of this federal legislation will provoke.

There are a host of other services provided through this Section of the Department, the most popular of which are: instruction in Braille, use of telephone, typing and other communication techniques, training in Braille transcribing (for sighted people), handicrafts and other avocational activities, housekeeping and other related homemaking skills, care of personal belongings and accounts, Braille music and the use of existing resources and how to obtain the benefits available through them.

C. Vocational Rehabilitation Section: This third Section of the Division of Rehabilitative Services is concerned with the administration and operation of the Federal-State Vocational Rehabilitation Program for the Blind as provided for in Public Law 333 of the 89th Congress of the United States and ORS 346.180. The innovations of P.L. 89-333 have so broadened the possibilities of services that may be provided for blind persons under the Federal-State Vocational Rehabilitation Program that its full import will probably not be felt for another 2 to 3 years. Although it was not signed into law by the President until November 8, 1965, it has already substantially affected the operation of this Section during the 1966 fiscal year. Most of these effects were financial in nature in that the ratio of federal and state participation was increased from 60-40 Federal-State dollars to 75-25 ratio for the basic support phase of the Vocational Rehabilitation Program.

The new law also encourages the augmentation of services and their extension to a

greater number of blind persons by liberalizing the eligibility requirements for acceptance of applicants and relaxing the restrictions on the types of services for which federal moneys may be used. The 1965-67 budget was revised in January, 1966, so as to utilize as much federal money as possible for matching purposes in the provision of services to the clients of this Section. However, there were more federal funds available than this agency could judiciously use and a substantial sum of these federal funds were left unused. The 1967-69 budgetary request is planned in a manner to continue the use of all federal moneys that can be practicably utilized without getting the State involved in activities which it could not sustain in the event of the withdrawal or reduction of federal participation.

During the 1964-66 biennium vocational rehabilitation services were extended to many multiply-disabled (primarily mentally retarded) blind persons who in previous years would have been considered infeasible for vocational rehabilitation because of the severity of their disabilities and our inadequate funds for the services necessary to their successful vocational rehabilitation. It is anticipated that this group of clients will shortly make up approximately 30% of the caseload of the Vocational Rehabilitation Section and under the provisions of P.L. 89-333 there is no longer any reason why they cannot be served. Three immediate results can be expected to occur because of this development: 1) the number of clients per counselor will have to be decreased, 2) the prevocational evaluation and adjustment services must be intensified and expanded, and 3) the costs of vocational rehabilitation will increase substantially.

In this report biennium a total of 97 blind persons were prepared for productive activity and placed in gainful employment. This is a new high mark in the number of rehabilitations by this agency for any previous report biennium. The diversity of employment into which

these clients were rehabilitated is most inspiring. A few of the more interesting types of employment into which they were rehabilitated are: transmission repairman, automotive mechanic, small gas motor repairman, college teacher, high school teacher, elementary school teacher, systems analyst, marketing specialist, building custodian, electronic technician and garment manufacturing worker.

Considerable more emphasis has been given to prevocational evaluation and training during this biennium thereby enabling many multiply-disabled blind persons to prepare for full or partial employment and thus lessen their dependence on family or public funds and services. More clients were sent through adjustment center evaluation and training courses during this biennium than during the previous score of years. Cooperative working arrangements between this agency and the agencies for the blind in other states (especially the State of Washington) have made it possible for this Section to purchase adjustment center services for its clients from these states rather than go to the unnecessary expense of duplicating their facilities and staff here in Oregon. The result of these arrangements has been a substantial savings of public funds and a marked improvement of services to clients.

There is a growing necessity for more work experience opportunities to season the client after completing the course at the adjustment center. Some joint planning is underway to develop suitable methods whereby the Oregon and Washington state agencies for the blind can jointly develop a facility to be located in Oregon that could meet these types of needs for both states. Federal funds will be sought to achieve this desideratum.

It has been possible to utilize the shops and home industries of the Oregon Industries for the Blind to provide a few vocational rehabilitation clients with some of these greatly needed work experiences and in most instances full or part time employment has resulted.

However, the Oregon Industries for the Blind is operated primarily as a production shop and the extent to which its operations can be used to provide this essential experience is somewhat limited to those who have already had some work experience. Furthermore, the Industries staff are production oriented and the type of personnel needed to properly perform the work evaluation and training should be more familiar with the psychological aspects of work performance. Other plans will be instituted as the needs of this group of clients become more clearly defined. P.L. 89-333 offers many possible ways by which the needs of these clients may be met but it appears at this time the most salient problem is the development of adequate facilities and staff to provide a satisfactory program of work evaluation and experience. Federal funds are available on a 3 to 1 Federal-State matching ratio for expansion and equipping the present shops so as to include a specifically designed, designated and equipped area for a work experience unit. Federal funds may also be made available on a 9 to 1 basis for training personnel to be used in the operation of such a unit. The Commission has ordered a survey-study to be made of the need for this sort of service as well as other needs of the blind residents of Oregon and it is expected most of this study will be completed by the beginning of the 1967-69 biennium. Information gleaned from this study will be of material assistance in planning for future facilities and staff.

At this writing the need for additional well trained vocational rehabilitation counselors is very evident for the rehabilitation counselor is the key staff person in the whole vocational rehabilitation program. The counselor is responsible for evaluating the vocational potential of the blind applicant, for making arrangements for needed services, for motivating the client to want to work, for convincing family and friends the client can work and finally, for placement of the client in a suitable job. This sort of person is not easy to come by and the scarcity of

persons of this caliber and competence is further enhanced by the inadequacy of the salaries established for such positions. The shortage of counselor staff will materially reduce the effectiveness and productivity of this Section in the future and with the full implementation of P.L. 89-333 the need for additional counseling personnel will become more prevalent. The Commission in recognition of these facts has been working with the Oregon State Civil Service Commission in getting its professional rehabilitation staff properly classified into the same classification as the counselors in the State Division of Vocational Rehabilitation and settling on a more adequate pay scale which should help alleviate the problem of getting staff.

There has been a gradual increase in the number of referrals and clients during these two years as well as an increase in types of services provided to produce the 97 rehabilitations which were achieved during the period.

A successful vocational rehabilitation is not an individualized achievement. Although individual creative expression is emphasized as the epitome of good vocational rehabilitation, team work is also encouraged and developed as a necessity of client progress in the achievement of his vocational objective. The client or coun-

selor who isolates himself behind the barrier of his own self-sufficiency or the protective custody of his home or office fails to recognize and understand the importance and necessity of the formal technique of cooperation and compromise as a dominant factor in a successful vocational rehabilitation and adjustment to the social pattern of life. The client must adjust to reality and the society in which he lives if he is ever to achieve optimum vocational rehabilitation.

Table VII compares certain important data about this Section during the 1962-64 and 1964-66 biennia.

Table VII

	1962-64	1964-66
Vocational Rehabilitation Classification		
Referrals on hand to start	71	101
New referrals during period	307	428
Referrals remaining at end	101	95
Active cases at start	102	113
Activated during period	100	164
Active cases at end	113	133
Rehabilitated during period	65	97
Rehabilitation Center training	8	41
College training	31	46
Other training	39	52
Ophthalmic surgeries	53	59
Tools & equipment provided	20	22
Readers Fund provided	27	33
Work evaluation and experience	31	53
Psychological evaluations provided ..	42	60

III DIVISION OF COMMERCIAL ENTERPRISES:

The Department of Services for the Blind operates a variety of commercial enterprises for the purpose of promoting the employment of blind persons. In keeping with the functional organization of the Department, all of these commercial undertakings are grouped under the Division of Commercial Enterprises. The legal authority for these sorts of operations is contained in state and federal statutes (ORS 346.190, ORS 346.510-346.570 and P.L. 74-732, P.L. 89-333). Other state and federal laws also affect these activities primarily in a regulatory manner or by granting preferential considerations. These commercial endeavors have been organized, according to their primary function into three sections as follows: 1) Workshops and Home Industries Section (the Oregon Industries for the Blind); 2) the Sales and Industrial Development Section; and 3) the Business Enterprises Section. Each of these sections is operated as autonomously as possible with respect to their direction and supervision, but their activities are closely coordinated to serve the best interests of the blind people participating in their operations. The following remarks about each section will more clearly delineate the purposes and accomplishments of these sections.

A. Workshops and Home Industries Section: All manufacturing, contract and miscellaneous industrial operations are performed through this Section. The major products manufactured in the workshops are corn brooms, mops, hanging baskets, ribbon bows and garden fence. In addition to these products, several contracts for assembly work have been successfully completed by this Section during the 1964-66 report period. Most of these assembly jobs are "repeaters" from previous years and most of them will probably be available during the forthcoming biennium. These contract jobs provide employment and work experiences for a considerable number of blind persons and are sub-

stantial factors in the vocational rehabilitation of those persons participating in them.

One of the most outstanding contracts undertaken in the workshops was developed in January of 1966 in cooperation with the National Industries for the Blind of which the Commission is one of 71 members. Orders on hand give reasonable assurance this contract will continue through the 1966 calendar year. The work involved is the assembly of In-Flight Dining Kits that are used by federal government personnel traveling in governmentally owned and operated planes. The kit consists of twelve items used in dining while in flight, all packaged in a paper napkin and placed inside a small cellophane bag which is then heat sealed and packed into a shipping carton. Over 1,808,400 kits were assembled by the blind workers employed under this project during the last six months of the report period. Table VIII contains more detailed data about the activities of this Section during this biennium.

Table VIII

Activity Involved	Quantity	\$ Value	Wages Paid	Clients Involved
Broom Manufacturing ..	204,365	\$246,580	\$58,762	14
Dining Kit Assembly	1,808,400	57,406	19,894	26
Mop Manufacturing	33,433	31,074	4,547	2
Hanging Basket Mfg.	41,422	16,111	5,019	5
Ribbon Bow Mfg.	407,827	12,430	5,446	6
Misc. Contracts		11,334	4,514	6
Swimsuit Bag Assembly	510,535	10,307	8,288	9
Candy Wreath Assembly	2,815	6,755	1,658	7
Lawn Rake Assembly ..	10,469	3,664	6,423	9
Carton Liner Assembly	91,000	1,728	3,005	8
Bulletin Board Mfg.	328	1,673	71	1
Garden Fence Mfg.	4,358	1,308	118	1

The dollar value of the workshops and home industries operations in the rehabilitation of multiply disabled blind persons is relatively easy to calculate but their human values are only discernible in the manifested improvements in the blind client's rehabilitation potential and his subsequent success on the job.

Comparative financial statements for the 1962-64 and the 1964-66 biennia are contained as Appendix A to this report.

B. Sales and Industrial Development Section: The basic responsibilities of this Section are to sell the products produced by the operations of the Workshops and Home Industries Section and to find other products or contract work that can be performed by blind persons employed in the workshops or home industries programs. For many years attempts were made to operate this program as a segment of the Workshops and Home Industries Section with the result that the whole program of industrial activities was seriously jeopardized. Since these sales and industrial development activities have been operated more like an autonomous section there has been a continuous increase in sales and contract work which has helped to produce approximately a trifold increase in the number of blind persons being employed in the workshops and home industries operations.

Preliminary discussions and planning for the improvement of the sales program by establishing a "crew type" of door-to-door sales activity were initiated during the last quarter of this report period. Investigation of the effects of this sort of sales program as it is being used in other states clearly indicate that such a program should not only increase the sales of products produced in the workshops and home industries program but also it should both increase the number of blind persons employed in the manufacture of these items and provide several employment opportunities for blind persons to make substantial earnings by working in the sales crew. Further investigation of the effects this sort of program will have on blind persons currently doing door-to-door selling here in Oregon is underway.

A well organized sales program would also provide a valuable means whereby some substantial evaluation, training and work experience of blind clients participating in the program could be accomplished.

More investigation and planning for financing and implementing this sort of sales pro-

gram must be accomplished before instituting it. The desirability of a well organized and centrally controlled sales program is imminently essential to assure the future fullest possible employment of the many non-skilled and non-academically inclined blind clients. The cost of establishing a "crew type" sales program has been estimated to be six to ten thousand dollars depending on the availability of the right sort of vehicle and initial inventory of goods for sale. Plans call for this Section to eventually become self-sustaining and these improvements would hasten the achievement of this goal. In this eventuality the cost of initiating the program could be repaid over a long period of time.

Table IX illustrates the growth of sales of products made in the workshops during the last four years.

	Table IX			
	1962-63	1963-64	1964-65	1965-66
Total Sales	\$129,942	\$149,296	\$174,158	\$233,313

Other details relative to sales and contract work are contained in Appendix B.

C. Business Enterprise Section: The State Plan for the establishment of this program was developed late in 1946, and the first unit under the program was opened for business the day before Thanksgiving in 1947. Since the opening of this initial unit 42 more business enterprises have been opened and by the end of this report period 24 units were in operation with prospects of opening two more within the next few months. Only a few of the 18 units that were closed could be considered failures as several of them were closed when it became necessary to expand their operations in a different site or close them because of building being vacated.

This program is authorized by both state and federal statutes (ORS 346.180, ORS 346.510-346.570, P.L. 74-732 and P.L. 89-333). The promotion of locations, the costs of constructing and stocking each unit are paid from state and federal funds.

During the 1964-66 biennium the ratio of participating in paying these costs was approximately 40% state and 60% federal but P.L. 89-333 changed this ratio to a 25% state, 75% federal participating ratio. Other changes made by P.L. 89-333 have made it possible to use moneys set aside by a charge made against each operation as state-matching funds for such essential activities as the regular supervision of the operations of the units and management services to help the managers improve their management of the business enterprise unit under their charge.

The increasing competition in the area of "in-plant" food service requires a greater amount of equipment and substantial emphasis on the appearance and decor of the equipment and area of operation. These factors contribute to the initial costs of establishing the units and make necessary their more frequent remodel-

ing and refurbishing. This same competition calls for top-notch management and services. This latter circumstance has provoked some problems in the selection, training and development of blind managers capable of meeting the challenges brought on by this competition. Steps have been taken to aid the blind business enterprise manager to meet his competition by the development of more intensive preparatory and in-service training and improved management services. These actions will become possible soon after July 1, 1967, when as a result of P.L. 89-333 a person who is cogent with the food service business can be employed to more closely supervise each business enterprise operation and develop plans for the in-service training of the blind business enterprise managers and their sighted employees. Appendix C shows the most pertinent facts about this Section's operations on a comparative basis for the fiscal years 1965 and 1966.

SOUTHWESTERN OREGON REHABILITATION FACILITY:

The Commission discontinued the operation of this Center effective as of July 1, 1965. This discontinuance resulted from several factors, primary of which were the lack of use of the Center by the blind and the lack of funds to hire the sort of personnel to carry out the kind of program which was desired by most of the blind persons who had used the Center. It had become more and more evident during the last year of the Center's operation that the blind persons using it were more interested in a socio-recreationally oriented center than in a vocational rehabilitation type center. It is felt by the Commission, as previously stated in this report, that socio-recreational services for blind persons can probably be provided more economically and more dynamically by local volunteers utilizing local facilities rather than

through a highly structured program conceived and conducted by a state agency. The Commission does not belittle the need of blind persons for socio-recreational services but feels such services will be more enduring and less regimenting if they are cooperatively planned and developed by the blind people of a community and their sighted fellow community members.

The Center was turned back to the Jackson County Fair Board and certain pieces of equipment no longer needed or usable by the Department of Services for the Blind were sold by the State Department of Finance and Administration to the Jackson County Fair Board and the Commission has absolved itself of any further responsibility relative to the Center.

APPENDIX A

INDUSTRIES REVOLVING FUND

Comparative Balance Sheets

	1962-64	1964-66
Total Assets	\$ 76,680.92	\$109,876.97
Total Liabilities	9,987.89	27,998.91
Fund Balance	\$ 66,693.03	\$ 81,878.06

SHOPS AND HOME INDUSTRIES

Comparative Profit and Loss Statements

Net Revenue	\$274,482.65	\$407,284.39
Less: Cost of Operations	300,001.09	396,400.75
	\$(25,518.44)	\$ 10,883.64

SHOPS AND HOME INDUSTRIES

Comparative Operating Statements

Beginning Inventory	\$ 31,083.61	\$ 33,626.38
Additional Purchases	169,834.97	238,144.46
Less Ending Inventory	33,626.38	43,186.65
Add Labor	100,975.80	154,255.58
Add Other Expenses	31,733.09	13,560.98
	\$300,001.09	\$396,400.75

APPENDIX B

SALES—CONTRACTS

Comparative Statements

	1962-64	1964-66
TOTAL SALES	\$256,358	\$326,657
Baskets	14,762	16,111
Brooms	190,933	246,580
Mops	38,132	31,074
Ribbon Bows	6,251	12,430
Sporting Goods	4,386	3,702
Candy Wreaths	2,606	6,755
Garden Fence .....	.....	1,308
Miscellaneous Products	1,894	8,697
TOTAL CONTRACTS	\$ 16,400	\$ 80,814
Bulletin Boards .....	.....	1,673
Candle Wrapping	1,831	.....
Carton Assembly	278	1,728
Dining Kit Assembly .....	.....	57,406
Floral Assembly	8,209	3,243
Rake Assembly	3,221	3,664
Swimsuit Bags	255	10,307
Miscellaneous Contracts	2,740	2,793
TOTAL SALES AND CONTRACTS	<u>\$275,498</u>	<u>\$407,471</u>

APPENDIX C

BUSINESS ENTERPRISE PROGRAM

Comparative Balance Sheets

	June 30, 1964	June 30, 1966
Current Assets	\$ 42,536.17	\$ 38,016.34
Fixed Assets	121,538.45	135,860.45
Liabilities	5,202.02	5,226.66
Net Worth	\$158,872.60	\$ 168,650.13

BUSINESS ENTERPRISE PROGRAM

Comparative Profit and Loss Statements

	1962-64 Fiscal Years	1964-66 Fiscal Years
Net Revenues	\$906,151.75	\$1,051,184.16
Less Costs of Operations	701,516.25	791,941.72
Net Profit (Loss)	\$204,635.50	\$ 259,242.44

BUSINESS ENTERPRISE PROGRAM

Program Reserve Fund—Detail

	1962-64 Fiscal Years	1964-66 Fiscal Years
Income		
Managers' Contributions	\$ 34,581.87	\$ 37,877.95
Miscellaneous Receipts	436.13	761.30
Total Income	\$ 35,018.00	\$ 38,639.25
Expenditures		
Benefits to Managers	\$ 17,225.93	\$ 18,767.24
Administrative Costs	3,990.21	9,802.07
Repair and Maintenance	5,424.77	6,044.12
Stand Equipment	5,947.36	7,459.27
Total Expenditures	\$ 32,588.27	\$ 42,072.70
Increase or (Decrease)	\$ 2,429.73	\$ (3,433.45)

